

CITY OF BELLEVUE  
CITY COUNCIL

Summary Minutes of Extended Study Session

July 9, 2001  
6:00 p.m.

Council Conference Room  
Bellevue, Washington

PRESENT: Mayor Mosher, Deputy Mayor Marshall, Councilmembers Creighton<sup>1</sup>, Degginger<sup>2</sup>, Lee, and Noble

ABSENT: Councilmember Davidson

1. Executive Session

Deputy Mayor Marshall opened the meeting at 6:03 p.m. and announced recess to executive session for approximately one hour to discuss one item of property acquisition and one item of potential litigation. The study session reconvened at 7:16 p.m. with Mayor Mosher presiding.

2. Oral Communications

- (a) Bruce Ansell, President of Bellevue Firefighters Local 1604, spoke against proposed Resolution No. 6565 [Agenda Item 3(c)]. Mr. Ansell said the organization supports the National Fire Protection Association's (NFPA) newly proposed 1710 standard because it would have a significant impact on the safety and capabilities of fire departments and the level of service to citizens. He said the standard has been endorsed by both the International Association of Firefighters and the International Association of Fire Chiefs. In modern, urban areas such as Phoenix, Los Angeles, and Las Vegas, four members on each ladder company and rapid response times are the standards of public safety set by these fire departments. Mr. Ansell compared this to the staffing of three members found in most Bellevue fire stations and the trend of increasing response times to both fire and medical emergencies. He urged Council to adopt Standard 1710 as a goal to be utilized in planning for the future growth of this city. He said the Bellevue Fire Department is currently reviewing and embracing NFPA 1500 standard on occupational safety and health, although it was initially met with widespread opposition and controversy. Mr. Ansell said the leading cause of death among firefighters nationwide is heart attacks and additional staffing helps reduce firefighter stress. He asked Council to consider the health and well-being of firefighters in deciding this issue. Mr. Ansell thanked Chief

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<sup>1</sup> Mr. Creighton departed at 8:35 p.m.

<sup>2</sup> Mr. Degginger arrived at 7:34 p.m.

Lucarelli for letting him know just before July 4<sup>th</sup> that this item would be on the Council agenda tonight. He asked Council to delay action on this item.

- (b) Faye Williamson is in favor of the proposed redevelopment of Lake Hills Shopping Center but understands citizens' concerns regarding traffic. She noted the traffic analysis assumes trips to the library will double if placed in the shopping center. She is not convinced that the number of trips will actually double since it is not a regional library. She said the analysis did not consider that people will be able to do a number of errands at the center in one trip. She said the Department of Motor Vehicles will be leaving the center, resulting in a reduction of regional trips. Ms. Williamson feels there is a need for an expanded library to adequately address the future. She has heard that the QFC store will close in October. She said the East Bellevue Community Council has not asked her or her neighbors for their opinions about the proposed redevelopment. Ms. Williamson concluded that the shopping center is vital for the neighborhood.
- (c) Celia [unable to verify last name] is in favor of redeveloping the Lake Hills Shopping Center. She does not expect a significant increase in traffic with redevelopment and would prefer to be able to continue to shop in the neighborhood instead of driving elsewhere. She feels the center is important to maintaining neighborhood vitality and providing a sense of community identity.
- (d) Susan Gardner is excited about the proposed Lake Hills Shopping Center redevelopment. She likes being able to do one-stop shopping within walking distance from her home and worries that property values will decrease if the center does not remain viable. She urged Council and the community to support redevelopment. She feels traffic will not be a problem as many people will continue to walk to the center.
- (e) Ruby Parrott praised the Bellevue Fire Department. She had a need to call the Fire Department approximately a year ago and they arrived to assist her husband before she hung up the phone.
- (f) Eric Shields, Senior Land Use Supervisor with VoiceStream Wireless, said VoiceStream would like to be on record as supporting the proposed telecommunications interest statement [Agenda Item 3(e)]. He looks forward to continuing to work with City staff on this effort.
- (g) Pam Asheim lives directly behind Lake Hills Shopping Center and is concerned that traffic will increase with the redevelopment of the center.

### 3. Study Session

- (a) Commendation to Karen Reed for Years of Service to the City

Mayor Mosher read a commendation recognizing Karen Reed's service to the City from 1993 to 2001. Ms. Reed said she enjoyed the opportunity to work for a governmental entity that lives up to its core values and to be involved in some of the most exciting regional and local government

issues possible. She said it was an honor to work with and learn from City staff and the Council. Ms. Reed wished Councilmembers, former co-workers, and the City continued success.

(b) Council New Initiatives

Councilmember Creighton thanked the Snoqualmie Pass Fire Department, King County Search and Rescue, Eastside Fire and Rescue, Bellevue Medic One, and Overlake Hospital for their collaborative efforts in response to his recent heart attack. He reminded the community of how lucky we are to have this world-renowned emergency response in King County.

(c) Resolution No. 6565 rejecting the National Fire Protection Association's Standard 1710 and adopting the provisions of the Commission of Fire Accreditation International "Standard of Coverage" as the City of Bellevue model for fire department resource deployment.

City Manager Steve Sarkozy explained that the City's position regarding National Fire Protection Association Standard 1710 is shared by the National League of Cities, International City/County Management Association, and Bellevue Fire Chief Pete Lucarelli. Noting that Council has been briefed on this issue, Chief Lucarelli offered to respond to Councilmembers' questions.

Mayor Mosher said the Bellevue Fire Department has an outstanding service record and enjoys international recognition. He questioned the implications of Standard 1710. Chief Lucarelli said it mandates minimal staffing levels and specific response times for all fire departments in the country, and he opposes this "cookie cutter" approach. He feels staffing levels should be based on a demonstrated need. He said some Bellevue fire stations are staffed with five personnel because there is a demonstrated need. Chief Lucarelli said Bellevue follows an accreditation-related standard that specifies a staffing of 17 firefighters must arrive on scene within a given amount of time. Bellevue meets this standard but chooses to deploy personnel differently than what is dictated by Standard 1710.

Chief Lucarelli said Standard 1710 does not take fire department outcomes into consideration. For instance, Bellevue Fire Department experiences a high percentage of fires that are contained to the room of origin, which indicates an effective deployment model. Similarly, Bellevue experiences a 38-41 percent save rate for responses to full cardiac arrest compared to a national average of approximately 10 percent.

Chief Lucarelli noted that Standard 1710 actually mandates five or more personnel as a minimum staffing level due to its definition of a "high hazard" area, which essentially applies to any neighborhood of single-family residences. He said the high cost of implementing this standard would be irresponsible based on the low level of return in terms of service delivery. Chief Lucarelli emphasized that firefighter safety is the department's and the City's first priority, which is why the department supports NFPA Standard 1500 mentioned by Mr. Ansell earlier during Oral Communications. He concluded there is no scientific basis to justify Standard 1710.

Mr. Noble indicated Council's willingness to support initiatives related to firefighter safety and welfare. Chief Lucarelli agreed, noting Council's approval last fall to fund a physical fitness and wellness program for Bellevue firefighters and other department initiatives.

Mr. Lee observed that Fire Department administration and firefighters appear to share the goal of ensuring firefighter safety. He is interested in pursuing whatever course of action is necessary and practical.

Deputy Mayor Marshall acknowledged that this is a tough issue but pointed out that the City of Bellevue has never limited itself to cookie cutter approaches. She said the City does not adopt standards unless they are based on known national or local empirical data, scientific studies, or demonstrated need. Due to the city's growth, Council approved a number of Fire Department initiatives in the last budget process including the addition of eight firefighter positions and a new ladder truck.

➡ Mrs. Marshall moved to approve Resolution No. 6565, and Mr. Noble seconded the motion.

Mr. Degginger noted that City staff and the Council monitor Fire Department performance measures, including response times, on an ongoing basis. Mayor Mosher expressed support for the motion.

Mr. Lee questioned the need to act on the resolution, which he fears will only create conflict. Chief Lucarelli said the issue was reviewed with the City Attorney and it was determined that formal discussion of the standard should be documented as a protection against future litigation. Because Standard 1710 has been adopted as a national standard by the NFPA, it could be used against the City as a basis for a lawsuit. Chief Lucarelli noted that approval of this resolution will demonstrate Council's decision to continue to follow the accreditation model rather than Standard 1710.

➡ The motion to approve Resolution No. 6565 carried by a vote of 6-0.

- (d) Ordinance No. 5302 relating to service charges for the Storm and Surface Water Utility of the City; eliminating certain charges for real property within portions of the Meydenbauer Drainage Basin; providing for direct facilities and direct benefit line charges for certain properties; amending Section 5 of Ordinance No. 3372 and repealing Sections 1, 2, 3, 4 and 6 of Ordinance No. 3372.

Mr. Sarkozy said staff is pleased to recommend that drainage service charges related to the Meydenbauer Drainage Trunkline be eliminated as there are sufficient revenues in the Debt Service Fund, collected from stormwater utility charges and investment interest, to retire the debt incurred from revenue bonds that financed the original construction of the trunkline.

Utilities Director Lloyd Warren said a lunchtime celebration is scheduled for July 11 at the Galleria Plaza in anticipation of Council's approval of this ordinance.

- ➡ Mr. Lee moved to adopt Ordinance No. 5302, and Mrs. Marshall seconded the motion.
- ➡ The motion to adopt Ordinance No. 5302 carried by a vote of 6-0.

(e) Telecommunications Interest Statement

Mr. Sarkozy introduced staff's presentation of a proposed telecommunications interest statement to guide implementation of Council's priority that Bellevue become a "Wired" and "Smart" City by increasing access to advanced telecommunications services and bandwidth.

David Kerr, Franchise and Transportation Legal Advisor, provided a brief history of this initiative. Following enactment of the 1996 Telecommunications Act, the City Council approved Telecommunications Policies for the City of Bellevue in March 1997. In June 1998, Council amended the Land Use Code to make it consistent with the 1996 Telecommunications Act. In July 1998, Council amended the Utilities Element of the Comprehensive Plan, including the current undergrounding policy in Section UT-39. Staff has now developed a telecommunications interest statement with three major themes:

1. A Smart City supports widespread availability of advanced telecommunications services to the public and to businesses in Bellevue.
2. A Smart City encourages the shared use of available telecommunications space consistent with the City's service mission.
3. A Smart City constantly reassesses the array of telecommunications choices available and enthusiastically pursues applications that fulfill the City's service mission.

Mr. Kerr said staff has identified the following areas for policy review:

- Comprehensive Plan undergrounding policy
- Right-of-way use application requirements
- Siting of telecommunications facilities
- Municipal telecommunications uses and facilities, and
- Franchise negotiation and renewal.

He requested Council approval of the telecommunications interest statement and direction to staff to conduct a review of current policies, recommend policy changes, and continue developing the City's telecommunications initiatives based on the adopted interest statement.

Nora Johnson, Transportation Assistant Director for Business Systems, requested Council's feedback on the proposed interest statement.

In response to Mayor Mosher, Mr. Kerr said AT&T has resumed activities to complete broadband upgrades of its network facilities. AT&T will upgrade 20-25 percent of the city this year and complete the project by the end of 2002. Mr. Kerr said Qwest has an ongoing project to build more remote units throughout Bellevue to enhance DSL availability. These projects will greatly enhance broadband access within the community in the coming year. Ms. Johnson said

the City is currently negotiating a franchise agreement with Western Integrated Networks (WIN) to provide cable TV services.

Mr. Degginger suggested changing “the public” to “homes” in the telecommunications interest statement. He would like staff’s policy review to pursue the development of standards for service deployment and delivery in residential areas. He also would like staff’s review to address how city-owned facilities are utilized to accommodate telecommunications equipment.

Mr. Lee agreed that a review of City policies in relation to telecommunications issues is needed. He suggested involving the Planning Commission, citizens, and service providers in a review of the proposed telecommunications interest statement.

Mrs. Marshall is concerned about the placement of 150-foot monopoles in residential neighborhoods, particularly when multiple monopoles are installed by competing service providers. She questioned the City’s ability to influence the placement of monopoles in portions of unincorporated King County that are designated as Bellevue’s potential annexation areas (PAAs). Providers are choosing monopole sites outside of city limits due to differences between city and county regulations. Mrs. Marshall acknowledged that this is a tough issue because many residents want the services but they do not want equipment installed in their neighborhoods.

Mr. Creighton requested clarification of the statement: “Evaluate the appropriate City role as an innovator in the development and delivery of advanced telecommunications services to meet the needs and demands of the City and its citizens.” Ms. Johnson said partly this statement refers to the City’s interest in determining what the infrastructure can do for the City as a provider of City services. Mr. Sarkozy said Council should expect staff to be innovative, even if all potential innovations have not been identified at this time. Possible innovations to be considered include providing fiber optic wiring through traffic signal conduits and/or through storm sewers.

Mayor Mosher encouraged staff to identify policies and practices that may impede the implementation of enhanced telecommunications services so they can be addressed and, if appropriate, revised. Mrs. Marshall suggested discussing the proposed interest statement by sections in future meetings, and Mayor Mosher agreed with this approach.

At 8:35 p.m., Mayor Mosher declared a 10-minute break and Mr. Creighton left the meeting.

(f) Traffic Standards Code (TSC) Amendments

Mr. Sarkozy opened the discussion of a targeted and limited modification to the Traffic Standards Code to allow reinvestment in Bellevue neighborhoods through the revitalization of neighborhood shopping centers.

Laurie Gromala, Transportation Assistant Director for Traffic Management, described the proposed amendments to the Traffic Standards Code (TSC) that would exempt neighborhood shopping center redevelopment projects from TSC analysis. This exemption has been analyzed using the current Lake Hills Shopping Center redevelopment proposal. The center is located

within the East Bellevue Community Council area, which is governed by Ordinance No. 4823. Ordinance No. 4823 specifies a one-hour peak period for analysis purposes, which differs from the two-hour peak period used in the remainder of the city. The Mobility Management Area (MMA) in which Lake Hills Shopping Center is located is currently out of compliance with the Traffic Standards Code. A modification to the TSC is necessary in order for the preferred alternative for the center's redevelopment to move forward.

Ms. Gromala studied a number of alternatives to achieve this objective including an amendment to change the level of service (LOS) standard. This was quickly rejected because while it would have allowed redevelopment of the shopping center, it also would have allowed any development to occur regardless of its benefit to the community. Staff then focused on creating an exemption aimed specifically at the four neighborhood shopping centers in Bellevue.

Ms. Gromala said the Transportation Commission has reviewed the proposal and the SEPA (State Environmental Policy Act) traffic analysis prepared for the Lake Hills Shopping Center. She noted that trips to be generated by the proposed branch library are already exempted in the TSC. The SEPA analysis identifies a worst-case scenario of 58 new trips for the preferred alternative. Although these trips are new to the shopping center, they are essentially confined to the neighborhood. These trips already exist within the neighborhood but are currently going elsewhere to shop due to the limited services available in the Lake Hills Shopping Center. If the center is not redeveloped and businesses no longer exist, residents will be forced to travel to other neighborhoods to find necessary services, creating more traffic throughout the city.

David Elliott, Transportation Commissioner, said it was residents who initially approached the City to discuss the need for improvements to Lake Hills Shopping Center. He said the Transportation Commission unanimously supports the preferred alternative for redevelopment. He said QFC has announced its intent to move its Lake Hills Shopping Center store to Bel-East Shopping Center, and Albertson's at Crossroads recently closed. He believes the developer will do a good job in redeveloping the center to provide needed services. Mr. Elliott urged Council to proceed with its support of the project.

Ms. Gromala said there are approximately 500 homes within walking distance of Lake Hills Shopping Center. It is likely that many residents will access the center by walking, which was not taken into consideration in the SEPA analysis.

Mr. Degginger noted that much of the traffic on Bellevue's arterials, particularly 156<sup>th</sup> Avenue, exists because of the congested regional freeway system and represents vehicles flowing through the city but not having an origin or destination within Bellevue. He feels it is important to not allow this traffic to jeopardize a project that will provide needed services to local residents. He said an increase of 58 peak period trips should not be the deciding factor for the proposed redevelopment, as it is important to consider the overall objectives and benefits to be realized.

Planning and Community Development Director Matt Terry said staff recommends this "surgical" approach to the TSC that will allow the redevelopment project to move forward while maintaining the integrity of the concurrency ordinance.

In response to Mr. Degginger, Mr. Terry confirmed that development of the Lakemont Shopping Center has resulted in increased pedestrian traffic and the use of the center as a community gathering place, which was the objective of both the City and residents. Mayor Mosher noted that the projected increase of 58 peak-hour trips likely represents vehicles currently driving by the shopping center, who will decide to stop in once the redevelopment is completed.

Mrs. Marshall advocates redevelopment of the neighborhood shopping center over conversion to uses the surrounding community does not want such as office space and/or multifamily housing. For this reason, she will support the proposed amendments to the Traffic Standards Code.

Mr. Noble attended several meetings of the Transportation Commission in which the proposed amendments were discussed. He said residents who spoke at the meetings were generally supportive of the TSC changes and redevelopment of the center. In reference to allegations of conflict with the Growth Management Act, Mr. Noble said the ordinance under consideration in Vancouver is different than what is being proposed by Bellevue staff. He sees no conflict in the proposed changes with the Growth Management Act. He feels the benefits of the proposed shopping center redevelopment outweigh any potential negative effects.

Citing residents' support of redevelopment and Council's priority to revitalize neighborhood shopping centers, Mr. Lee expressed support for the proposed TSC changes. He feels a successful redevelopment will encourage more pedestrian traffic in the area.

Mr. Degginger disagreed with a sentence in the East Bellevue Community Council's letter asserting that the proposed TSC changes are "arbitrary and capricious." He feels strongly that this is not the case and noted that the issue of redeveloping Lake Hills Shopping Center originated from residents' concerns. He said City staff have worked extensively with the community, the developer, and consultants to develop a reasonable and positive approach.

Mayor Mosher said redevelopment of the shopping center will allow it to continue to provide services to the neighborhood.

Mr. Terry noted additional minor amendments aimed at correcting the unintended administrative effect of the Community Councils' disapproval of Ordinance No. 5081 in 1998. As a result of this disapproval, Ms. Helland said the TSC was found to be inapplicable to complex land use projects such as Conditional Use Permits (CUPs) and Planned Unit Developments (PUDs) in Community Council areas. The recommended amendments clarify that these complex land use projects within Community Council areas will be included in calculations of background traffic and that the TSC will apply to these projects.

Mrs. Marshall explained that the Community Councils inadvertently relinquished their authority over certain land use projects by disapproving Ordinance No. 5081. Approval of the proposed amendments will restore this power to the Community Councils.

Mr. Terry said the proposed ordinances will be presented for Council action on August 6.



(g) Proposed Interim Downtown Parking Proposal

Transportation Director Goran Sparrman recalled staff's presentation to Council in March about a proposal to add on-street parking on 110<sup>th</sup> Avenue NE and NE 10<sup>th</sup> Street. Bellevue Downtown Association (BDA) has requested that the city move forward with this proposal rather than waiting for the results of the ongoing Downtown Implementation Plan review.

Mark Poch, Traffic Engineering Manager, described the proposal to add 85 parking spaces on NE 10<sup>th</sup> Street and 40 parking spaces on 110<sup>th</sup> Avenue NE. This would be accomplished by changing the streets from their current five-lane configuration to three lanes with parking on both sides. Staff provided presentations to the BDA, sent out an informational brochure on the project, and conducted an open house for the public to learn about the project. Based on responses from 230 residents, approximately 63 percent were opposed to the plan for NE 10<sup>th</sup> Street while only 15 percent were opposed to the plan for 110<sup>th</sup> Avenue NE.

Mr. Poch reviewed some of the comments received regarding the parking proposal. The BDA is not in favor of adding on-street parking on NE 10<sup>th</sup> Street between Bellevue Way and 108<sup>th</sup> Avenue NE and recommended that parking not be allowed during peak periods for the section between 108<sup>th</sup> and 112<sup>th</sup> Avenues NE. Kemper Development is opposed to on-street parking on NE 10<sup>th</sup> Street. Puget Sound Blood Center and Pacific Regent are opposed to parking on NE 10<sup>th</sup> Street and indifferent toward parking on 110<sup>th</sup> Avenue NE. The Bellevue Regional Library is in favor of adding parking to both streets.

Mr. Poch said staff's recommendation is to implement on-street parking on 110<sup>th</sup> Avenue NE only at this time. If Council approves this course of action, staff will return to the August 6 Council meeting with a parking ordinance and implementation would occur by October. The project would create 40 new parking spaces at a cost of approximately \$12,000.

In response to Mr. Noble, Mr. Poch said parking would be limited to two hours in the new spaces.

Mr. Lee is in favor of providing parking for businesses in the north downtown area and would like to see additional parking for businesses on NE 10<sup>th</sup> Street and on 108<sup>th</sup> and 106<sup>th</sup> Avenues. In response to Mr. Lee, Mr. Sparrman said the Downtown Implementation Plan review process will evaluate parking needs and ways to direct people to parking facilities.

There was Council consensus to direct staff to bring back an ordinance for Council action that will authorize parking on 110<sup>th</sup> Avenue NE until 2005.

(h) Neighborhood Investment Initiative

Mr. Sarkozy recalled staff's presentation to Council on June 18 regarding a renewed focus on residential neighborhoods. One part of the new initiative is a neighborhood investment program to address emerging issues, improve neighborhood livability and character, foster new community leadership, and enhance service delivery.

Planning Director Dan Stroh noted Council packet materials evaluating five neighborhoods under consideration as pilot areas for the neighborhood investment program: West Lake Hills, East Lake Hills, Northeast Bellevue, West Bellevue, and Newport. Staff concluded that West Lake Hills would be an ideal candidate as it is an older neighborhood with a mix of issues and current City studies and projects. Mr. Stroh requested Council direction on a preferred pilot area and the process for identifying citizens to participate on the project steering committee.

- ➡ Mr. Lee moved to accept staff's recommendation to select West Lake Hills as the pilot area for the Neighborhood Investment Initiative, and Mrs. Marshall seconded the motion.

Mr. Lee feels this would be a good opportunity to address traffic issues in West Lake Hills. Mr. Terry said a number of projects are underway in this neighborhood and he agreed this makes it a good candidate for the Neighborhood Investment Initiative. Mr. Noble noted this initiative goes beyond transportation issues, and Mr. Terry concurred.

- ➡ The motion to accept staff's recommendation to select West Lake Hills as the pilot area for the Neighborhood Investment Initiative carried by a vote of 5-0.

Mrs. Marshall suggested initiating recruitment of steering committee members as soon as possible. Mayor Mosher feels it is important to involve residents, representatives from Sammamish High School and Bellevue Community College, and youth representatives. Mr. Degginger suggested involving representatives of the Planning, Transportation, and Human Services Commissions as well. Mr. Lee suggested also including representatives from outside of the West Lake Hills area.

Mr. Terry said staff will initiate the solicitation process immediately.

#### 4. Upcoming Items

- (a) Application of Seneca Real Estate Management, Inc. and OC Real Estate Management, Inc. to approve a rezone to amend Condition No. 1 of the Concomitant Agreement adopted under Ordinance No. 4010 to allow for additional uses to be developed at Lot 5 of the Sunset Ridge Corporate Campus located at the northeast corner of 139<sup>th</sup> Avenue SE and Eastgate Way. (File No. 00-254973-LQ)

Mr. Terry said the Hearing Examiner recommends approval of a rezone application for vacant property at the northeast corner of 139<sup>th</sup> Avenue SE and Eastgate Way. This was originally designated as a parking site for Sunset Ridge Corporate Campus but will not be needed for that purpose. The applicant requests a rezone to enable the parking requirement and the concomitant limitation on square footage to be modified to allow development of a Residence Inn project on the site. Referring to a related street vacation proposal, Mr. Terry said the rezone can move forward with or without the street vacation.

In response to Mr. Lee, Mr. Terry said the Residence Inn project will generate fewer vehicle trips than would have been experienced with the original plan for the site which specified more

housing units than what was ultimately built. He said staff conducted a Traffic Standards Code (TSC) analysis for the site as well as a review of cumulative impacts in reference to the City's Transportation Facilities Plan (TFP).

Mr. Degginger noted a lack of public comments on the proposed rezone. Mr. Terry confirmed that a public meeting did not attract anyone wishing to comment on the project.

At 9:53 p.m., Mayor Mosher declared the meeting adjourned.

Myrna L. Basich  
City Clerk

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